

Report to
the Committees on Armed Services
of the Senate
and the House of Representatives

**Implementation of the
Acquisition Workforce
2005 Task Force
Recommendations**



Department of Defense

March 2002

Report Summary

PURPOSE

This report is being submitted in response to the National Defense Authorization Act for Fiscal Year 2002, Public Law 107-107, Section 825, which asked the Secretary of Defense to report to the Committees on Armed Services of the Senate and the House of Representatives on the extent of the implementation of the recommendations set forth in the final report of the Defense Acquisition 2005 Task Force, entitled “*Shaping the Civilian Acquisition Workforce of the Future.*”

DISPOSITION OF TASK FORCE RECOMMENDATIONS

Of the 31 recommendations in the Defense Acquisition 2005 Task Force Report, 14 are in implementation, 14 are being merged into follow-on strategies and 3 were not pursued. Individual recommendations are addressed in Chapter 6.

ORGANIZATION OF THIS REPORT

This report is organized in the following manner:

- Chapter 1 - Drivers to the success of shaping the future acquisition, technology and logistics workforce
- Chapter 2 - Restructuring of ongoing and new initiatives – alternative actions
- Chapter 3 - Human Capital Strategic Planning – recommendation number one and the cornerstone for future workforce initiatives
- Chapter 4 - The Civilian Acquisition Personnel Demonstration Project – an ongoing workforce initiative that enables the success of others
- Chapter 5 - Workforce Training – an enabler to future workforce shaping
- Chapter 6 - Summary of actions taken to implement/not implement the initiatives and associated milestones

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Chapter 1

Introduction

“The key competitive element in the 21st century will be people. People are the source of all knowledge and in the knowledge age, having enough of the right people with the right skills will make the difference between success and failure. Yes, business processes and technologies are important, but people are essential. Unfortunately, the government and many other employers have all too often treated their employees as a cost to be cut rather than an asset to be valued. This must change! Due to the numbers driven and inadequately planned downsizing campaign of the 1990s, the Federal workforce is smaller. However, it’s also out of shape, has a range of skills imbalances and is facing a huge succession planning challenge. As a result, we recently put "strategic human capital management" on our "high risk list." The problem is not federal employees, it's the policies, procedures and legislative framework that guide federal human capital actions.”¹

Honorable David J. Walker
Comptroller General of the United States

SHAPING, BALANCING SKILLS & SUCCESSION PLANNING

In order to address the acquisition, technology and logistics workforce challenges of the 21st century, the Department is currently focused on the following drivers to success:

- Execution of the restructured Task Force recommendations under six major focus areas (described as follow-on strategies in Chapter 2):
a) Marketing, Recruiting, and Retention, b) Hiring, c) Certification, d) Career Development, e) Workforce Data Management, and f) Co-Op Student Development. Fourteen of the Task Force’s 31 recommendations are in implementation, 14 are still underway and have merged into follow-on strategies (Chapter 2), and 3 were not pursued. We discuss each Task Force recommendation in Chapter 6.
- Implementation of Civilian Human Capital Strategic Planning, described in Chapter 3. This initiative is seen as the core program from which all the other initiatives should originate and support. It describes the strategic

¹ Government Challenges in the 21st Century, a Presentation by David M. Walker, Comptroller General of the United States, to the National Press Club, April 23, 2001.

intent of organizations as they relate to the mission and vision of the Department, the current workforce characteristics and those needed as well as human resource (HR) interventions required to obtain those characteristics. Strategic planning is the engine that drives the shaping of the future workforce.

- Participation in the DoD Civilian Acquisition Workforce Personnel Demonstration Project (AcqDemo), described in Chapter 4. This project links each workforce participant to the goals and mission of their organization, plans for their continued development, and rewards them according to their contribution to the organization's mission. The AcqDemo streamlines the hiring process and provides greater flexibility in succession planning.
- Transformation of the Defense Acquisition University (DAU), described in Chapter 5. The Department's Acquisition, Technology, and Logistics (AT&L) workforce is faced with some major challenges. AT&L training must be available to meet growing requirements and reach more people; knowledge sharing must become an integral part of our culture; we must use technology to expand the reach of training; and we need to allow the individual and workplace supervisor more control over training. Changes in training should improve the overall quality of the learning experience for each individual. Finally, the Department's acquisition training strategy must build on the current foundation and continue its robust continuous learning program.

Chapter 2

Managing the Initiatives

Significant progress has been made in implementing 14 of the recommendations in the October 2000 Task Force Report. Many of these recommendations were already underway in one or more of the Components prior to publication of the report. In these areas where there has been significant progress in meeting the intent of the initiative and programs are underway, the Department considers this group of initiatives to be in the implementation phase. Subsequent progress of these initiatives will be assessed through the workforce shaping metrics discussed below (see discussion of recommendations 1, 3, 5, 6, 7, 8, 9, 14, 21, 22, 25, 26, 28, and 29 in Chapter 6). Three of the report's recommendations (12, 30, and 31) will not be pursued for reasons described in Chapter 6.

The remaining 14 Task Force recommendations are grouped into four follow-on strategies as follows:

Marketing, Recruiting, and Retention (4, 10, 11, 13, 16, and 24);

Hiring (2, 15, 18, and 23);

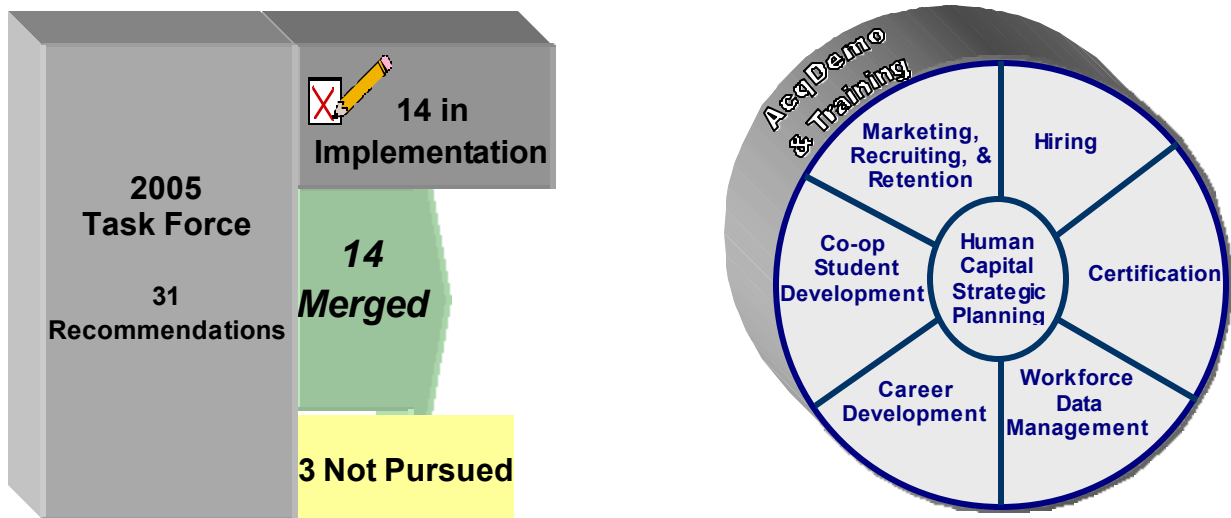
Certification (17); and

Career Development (19, 20, and 27).

Initiatives within each follow-on strategy support an overall objective, designed to collectively capture the intent of the individual initiatives. By grouping the specific actions or initiatives into a follow-on strategy with an overarching objective, supporting initiatives can be tailored or new initiatives added based on results of human capital strategic planning as well as on other guidance or factors. Most importantly, combining similar initiatives into larger follow-on strategies maximizes use of resources and eliminates the potential redundancy of pursuing separate initiatives. Two additional follow-on strategies have also been added to address workforce shaping: Workforce Data Management and Co-Op Student Development.

While the Components continue to work the individual Task Force Report initiatives in the four follow-on strategies, the Department will focus on these four overarching strategies, as well as two new ones, as depicted in Figure 2-1.

Figure 2-1



The Department intends to establish several key metrics to measure the impact that workforce shaping initiatives or programs have made in addressing the anticipated retirement crisis that will result in an opportunity to shape the workforce needed for the 21st century. The Department intends to refine a set of metrics designed to gauge progress toward a broader goal “to revitalize the quality and morale of the DoD AT&L Workforce,” the number two goal of the USD (AT&L). Many of these same metrics can also be useful in measuring progress in workforce shaping. Consequently, the Department intends to combine select USD (AT&L) metrics with more specific metrics to form a complete assessment tool for measuring progress in implementation of workforce shaping initiatives.

MARKETING, RECRUITING, & RETENTION

Objective: Develop effective marketing, recruitment, and retention strategies and tactics that will attract and retain a quality workforce for all needed career levels by capitalizing on best practices. Develop strategies and tactics to address interesting work initiatives, quality of life and morale issues.

Strategy: The tragic events of September 11, 2001 have provided a renewed sense of patriotism and a dramatic increase in the public’s satisfaction with the federal government. However, according to a recent survey sponsored by the Partnership for Public Service and the Council for Excellence in Government,

“This change in public sentiment toward government will not necessarily translate automatically into greater interest in federal employment. While 80 percent say their interest in federal employment either remained the same (75 percent) or declined (5 percent) after the attacks, just 18 percent say that their interest has increased. These results suggest that the federal

recruitment problem remains as substantial as it was prior to the terrorist attacks.”²

The Department (USD(AT&L)) is working with a commercial contractor to study current marketing and recruiting practices within the public sector compared to the practices in the private sector. We expect this study to further validate some of the recommendations we have documented in Chapter 6, while also providing innovative alternatives for us to pursue. Continued efforts will focus on how to appeal to the digital job seekers, where our advertising dollars will be best spent, how to push job announcements to passive job seekers, and unique strategies to use based on criteria such as location, job series, or career level. It is realized in order to market and recruit successfully, one size does not fit all. Over the next year we plan to capitalize on the exciting opportunities within the DoD AT&L workforce and get that story to where our target audience will see it and be inspired to apply. USD AT&L will continue to improve their workforce survey to determine ways to address interesting work initiatives, quality of life and morale issues.

HIRING

Objective: DoD AT&L community partner with the Office of the Under Secretary of Defense Personnel & Readiness, OUSD (P&R), and HR community in re-engineering the hiring process, with new emphasis on identifying challenges introduced by DAWIA implementation and the DoD-wide AT&L Career Management Program.

Strategy: The Acquisition Workforce 2005 Task Force Final Report states that the dominant perception is that DoD takes too long to hire personnel. To change this perception, the Task Force suggested that both AT&L and Human Resources professionals commit to a course of action utilizing all available authorities and technology and providing appropriate resources to ensure success in making timely offers. The Department is particularly concerned with the appeal or readability of the vacancy announcements and specifically the manner in which we articulate the various DAWIA requirements, and is working toward improving that process.

Additionally, the FY 2002 Defense Planning Guidance tasked OUSD (P&R) with producing a civilian human resources strategic plan by March 2002. That plan, which is currently in development, will address the need to implement HR system changes to enhance recruitment and hiring. The HR and AT&L communities are jointly working to streamline the system and eliminate any regulation-induced impediments to the hiring process.

² *The Unanswered Call to Public Service: Americans' Attitudes Before and After September 11*, Hart-Teeter survey sponsored by the Partnership for Public Service and the Council for Excellence in Government, October 2001.

CERTIFICATION

Objective: Partner with professional associations in the civilian sector in order to provide appropriate flexibility in the DAWIA certification process. Make necessary changes in the certification mechanics to ensure it meets the needs of the future workforce.

Strategy: Two primary issues the Task Force addressed concerning DAWIA certification were the timeliness of training and obstacles that certification posed in hiring mid- and senior-level private sector personnel. The challenge presented was to acknowledge the training and experience of private sector personnel and credit it toward DAWIA certification without diluting the value of the certification process. Congress recognized the value of professional credentials for the acquisition workforce in DAWIA, and reaffirmed it in Section 1112 of the FY 2002 National Defense Authorization Act. The acquisition, technology, and logistics community is now working to assign value to the professional certification of the private sector individuals as we attempt to attract them into government service. The objective is to increase the number of applicants by appealing to a wider, more diverse group of people.

The Department is also reviewing the mechanics of the DAWIA certification process through a thorough review of all DAWIA-related regulations to ensure they are not unnecessarily restrictive or cumbersome.

CAREER DEVELOPMENT

Objective: Encourage career broadening and facilitate implementation of private sector best practices through a senior level developmental assignment program and a two-way industry assignment program.

Strategy: Programs to develop acquisition, technology, and logistics personnel throughout their career are in place throughout the Components, which provide valuable education, training, and experience opportunities at every career level. The Components have re-energized the marketing of these opportunities through their websites, professional publications, and briefings to the workforce and have instituted new ones designed to facilitate dual-functional professionals. The one remaining area of concern is a senior level development. To that end, the Army and OUSD (AT&L) are teaming to initiate the Army/OUSD(AT&L) Rotational Program to further develop former Program/Product Managers and other functional managers who will compete for career-broadening assignments. This program is viewed as a win-win for both the Army and AT&L because the Army will have top-performing personnel who will gain a broader perspective and can articulate the front-line needs, and AT&L will receive high performing individuals with recent field experience. AT&L plans to offer this program to the other Components and career fields to ensure qualified candidates will be available for

future leadership positions. This program will complement the existing Defense Leadership and Management Program.

As we continue to use best business practices, we have not lost sight of the fact that these practices have been common in the private sector for some time. Over the past year we have continued to send highly qualified acquisition, technology, and logistics professionals into training with industry programs. In these programs our personnel gain valuable insight into private sector business practices and bring these practices back to the Department to impact change. It is believed that in order to accelerate change in culture, more people need to be exposed to private sector business practices. In order to enable this exposure, OUSD (AT&L) has again drafted legislation that would lead to the development of a two-way government-industry assignment program. With private sector personnel working with government employees, AT&L workforce members will be exposed to private sector business approaches, and the private sector personnel will be provided a better appreciation of the valuable and exciting work that goes on within the Department. Assignments will ensure there is no conflict of interest.

WORKFORCE DATA MANAGEMENT

Objective: Develop and implement a strategy to improve management of DoD AT&L workforce data to facilitate reshaping of the DoD AT&L Workforce.

Strategy: To more fully address workforce data management, the Department has added a new initiative, which is to develop and implement a strategy to improve management of DoD AT&L workforce data by leveraging current information systems and technology. This initiative seeks to eliminate the DoD instruction³ that requires the Components and Defense Agencies to submit quarterly data on the workforce by pursuing an approach to collect data directly from both military and civilian personnel systems into a central data repository maintained by the Defense Manpower Data Center (DMDC). This repository would replace the legacy mainframe system that DMDC currently uses to store quarterly data submissions. With the implementation of the annual Human Capital Strategic Planning process and other Task Force initiatives, new data requirements and information needs are being identified. Also, with the recent consolidation and modernization of civilian personnel systems into the Modern Defense Civilian Personnel Data System (DCPDS) and the future consolidation of military personnel systems, the time is right to begin to re-look the various data that are being collected on the workforce and to improve the quality and timeliness of that data. With membership from Component and Defense Agency stakeholders, a series of Rapid Improvement Teams (RITs) are planned to study the proposed approach and to recommend changes to the data management process and architecture for data management.

³ November 1991, DoDI 5000.55, *Reporting Management Information on DoD Military and Civilian Acquisition Personnel and Positions*

CO-OP STUDENT DEVELOPMENT

Objective: Establish a Student Education, Employment, and Development (SEED) program to create a cadre of college graduates with AT&L training and experience who can fill entry-level positions throughout the DoD AT&L community.

Strategy: DoD, in an attempt to reach potential candidates for employment early in their college years, is developing the SEED program, under the Student Educational Employment Program (SEEP) authority. This program, in the early stages of design, will be established to create a DoD relationship with various colleges and universities. SEED will create a cadre of college graduates who will be educated, trained and ready to fill acquisition, technology, and logistics positions throughout the DoD acquisition, technology, and logistics community. There are two critical distinctions between SEED and other traditional co-op programs currently in existence. They are: 1) SEED is designed specifically for acquisition, technology, and logistics career fields, and 2) SEED will influence the curriculum by sharing and exchanging course materials, as well as encouraging the colleges and universities to engage in DAU's course equivalency process. Hence, students that participate in SEED, upon completion of designated courses, combined with the work experiences offered through the program, will be eligible to obtain DAWIA certification at the appropriate level. Upon graduation, students that complete the program will be highly competitive when applying for acquisition, technology, and logistics positions.

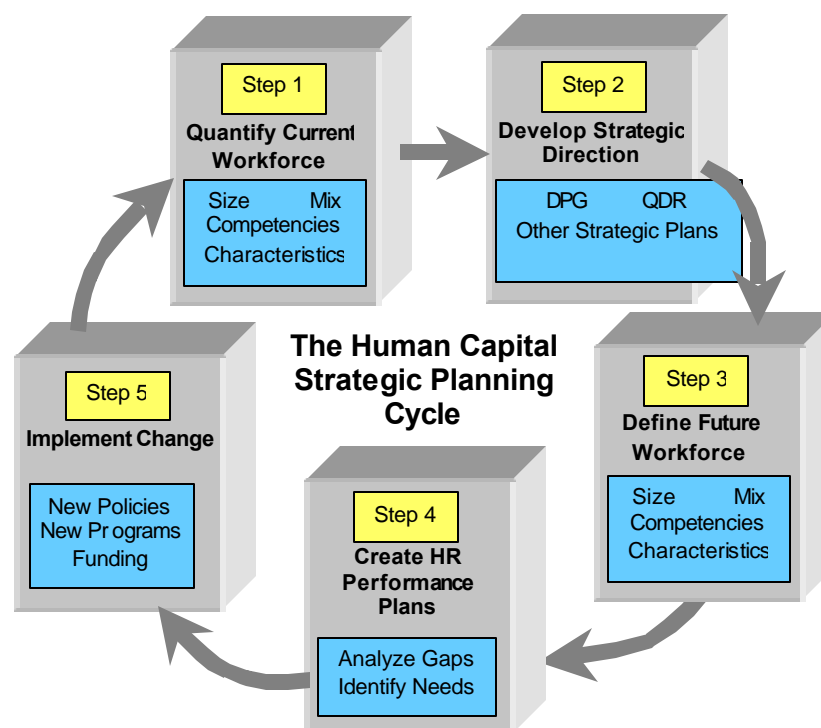
Chapter 3

Human Capital Strategic Planning

The Task Force Report's first recommendation was to develop and implement human capital strategic planning for the DoD AT&L workforce. DoD has long been proficient in strategic planning for the uniformed forces, using sophisticated models to address the career progression of military personnel as well as their impact on the force structure. This planning has allowed the Department to anticipate change and act to meet out year force and mission needs. We are now applying similar planning discipline to the civilian acquisition, technology, and logistics workforce, with a similar goal in mind. We need to plan to have the workforce with the right number and mix of personnel to successfully manage billions of dollars in acquisition programs each year.

Figure 3-1 shows the steps for human capital strategic planning cycle. The process is influenced by: the accuracy, availability, and breadth of current workforce data; the timing and availability of defense planning guidance and the predictability of the future mission; the planner's ability to translate guidance into future requirements; the planner's ability to project the future workforce, then analyze the gaps between that force and the future requirements; and funding to implement the programs needed to close the gaps.

Figure 3-1



THE FIRST CYCLE

The Components completed the first cycle of the AT&L Civilian Human Capital Strategic Planning in August 2001. The intent of the first cycle was to identify the gap between future workforce requirements and the matured workforce. The gap analysis will provide the targets for recruiting, training, and career development and stimulate the development of new ideas and initiatives within the Components and the Department. Some of the general findings of the Components were:

- Though the first cycle planning products did not accurately identify human resource requirements gaps, estimated gaps between the matured acquisition, technology, and logistics workforce and the required future acquisition, technology, and logistics workforce will be significant. Therefore, it is important to move forward regarding implementation of the Task Force recommendations.
- Replacing the departing workforce will require a significant increase in recruiting and hiring. A cumbersome and slow hiring process and salaries that are not competitive are two of the key problems that limit DoD's ability to acquire an acquisition, technology, and logistics workforce of the right size and with the right skills.

Listed below are some examples of the kinds of initiatives that were supported by the analysis or developed as a result.

- Resource expansion of the DoD Civilian Acquisition Workforce Personnel Demonstration Project beyond the current level of 5,300 personnel to include all workforce members that are not represented by a bargaining unit.
- Assess core capabilities for what functions could be transitioned to private sector and determine the impact on the workforce of the transitions.
- Pursue and resource a centralized DoD AT&L marketing program and implement Component recruiting programs focused on mid-career candidates.
- Develop strategic partnerships with industry and encourage exchange of personnel and ideas.

The Components noted some significant deficiencies in the first attempt at this process. Specifically, due to the time constraints and timing of the process, the Components lacked sufficient defense planning guidance from OSD. Inadequate modeling capability made the process less than optimum. The output was somewhat hampered by inconsistent accuracy in personnel data.

Overall, however, the first cycle provided a valuable experience across the Components. The Department anticipates there will be continuous improvement with

each successive planning cycle as we mature the process and develop more sophisticated modeling tools.

THE SECOND CYCLE

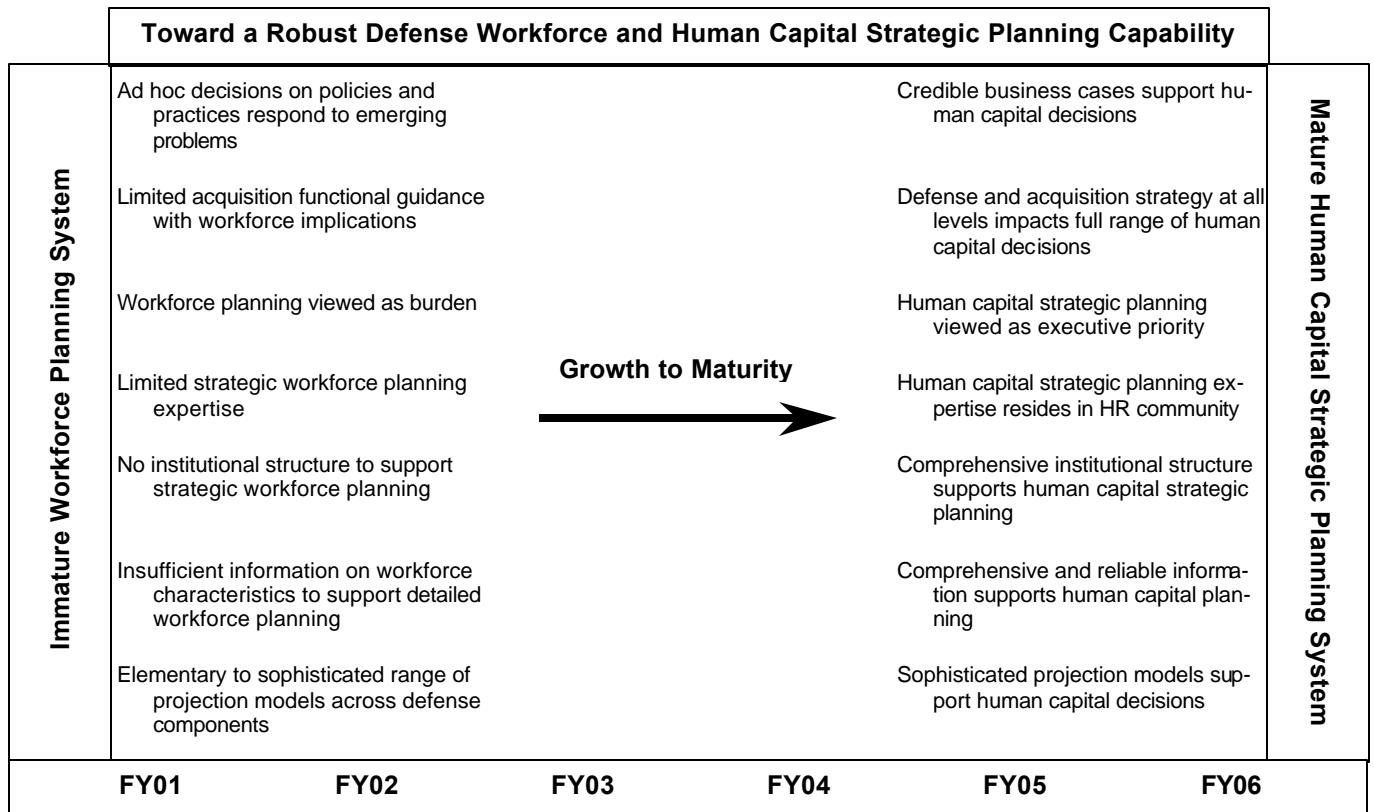
OUSD (AT&L) transmitted guidance to the Components for the second cycle of human capital strategic planning in January 2002.⁴ The availability of updated defense planning guidance (e.g., Defense Planning Guidance and the Quadrennial Defense Review) will help during this next cycle. The Department is also beginning to tie planning and results into the budget process. This will tie the improved capability for identifying the workforce requirements of the future to related funding. The DoD Comptroller has developed a new budget exhibit that will contribute significantly to the goal of connecting the future civilian acquisition, technology, and logistics workforce requirements to the budget cycle

INSTITUTIONALIZING THE HUMAN CAPITAL STRATEGIC PLANNING PROCESS

The Department will mature and institutionalize the human capital strategic planning process over time, but we will continue to make decisions based on the results of employing a less-than-mature system in the meantime. We acknowledge these decisions will not necessarily be optimum, but they will provide improvements to the workforce that would otherwise not happen. Figure 3-2 illustrates the maturing process. It describes the attributes of the immature workforce planning system and the expected attributes of the mature human capital strategic planning system.

⁴ USD (AT&L) Memorandum, 3 Jan 02, *DoD Civilian Acquisition, Technology, and Logistics (AT&L) Human Capital Strategic Plans*.

Figure 3-2



Chapter 4

DoD Civilian Acquisition Workforce Personnel Demonstration Project

BACKGROUND

The dedicated, skilled professionals who make up the DoD-wide AT&L workforce are at the heart of our efforts to achieve excellence in our mission to equip and support our armed forces. We are committed to revitalize the quality and morale of the workforce and to improve the management of this vital asset. To do so, we need a civilian human capital management system that provides the tools necessary to develop and maintain a high-performing workforce and to manage it effectively. The DoD Civilian Acquisition Workforce Personnel Demonstration Project (AcqDemo) was identified as an on-going initiative in the Task Force Report.

PROGRAM DESIGN

The AcqDemo seeks to increase

- quality in the workforce and the products it acquires,
- more timely personnel processes,
- retention of excellent contributors, incentives to turn-around poor performance, or separation of poor contributors,
- satisfaction of customers with the acquisition process and its products, and
- workforce satisfaction with the personnel management system.

The AcqDemo seeks to accomplish these objectives through streamlined hiring processes, broadbanding, simplified job classification, a contribution-based compensation and appraisal system, revised reduction-in-force procedures, and expanded training opportunities.

COVERAGE AND PARTICIPATION

The AcqDemo covers the civilian acquisition workforce and teams of personnel, more than half of which consist of members of the acquisition, technology and logistics workforce and the remainder of which consist of supporting personnel

assigned to work directly with the acquisition workforce, throughout DoD. The law limits the total number of participants to 95,000,⁵ and, as of September 30, 2001, approximately 5,300 employees were participating.

ALIGNMENT WITH MANAGEMENT OF THE INITIATIVES

The AcqDemo was designed to address concerns similar to those identified by the 2005 Task Force and the problems that continue to challenge the Department. The AcqDemo interventions relate directly to the follow-on strategies USD(AT&L) is employing to improve the quality and morale of the AT&L workforce.

Marketing, Recruiting, and Retention

The AcqDemo's broadbanding authority provides managers the ability to set pay and facilitate pay progression, allowing for more competitive recruitment of quality candidates at differing rates. A new position requirements document (PRD) contributes to the flexibility that allows candidates outside the organization to qualify for positions.

Hiring

The AcqDemo provides for simplified, accelerated hiring that allows participating organizations to more rapidly appoint individuals to positions.

Career Development

Broadbanding enables the organization to have maximum flexibility to assign an employee within broad descriptions consistent with the needs of the organization and the skills and abilities of the employee, which enable career broadening opportunities. The Contribution-based Compensation and Appraisal System (CCAS) provides employees feedback required to identify their strengths, weaknesses, and gaps in terms of specific factors, discriminators and descriptors.

⁵ Title 10, U.S. Code, Section 1701 Note.

Chapter 5

Training the Workforce

The Department of Defense is aggressively transforming acquisition training to revitalize the acquisition, technology, and logistics (AT&L) workforce and address critical human capital resource challenges. The Defense Acquisition University (DAU) is playing a major role in addressing key issues of the Task Force report, as well as in the USD (AT&L) human capital strategic planning efforts. DAU has implemented an innovative learning strategy that includes intensive use of e-learning; a shift to a case-based learning environment; reengineering of all program management and contracting training; and realignment of its campus locations to better support the AT&L workforce. Additionally, DAU is aggressively deploying new learning products through continuous learning and knowledge sharing. Working closely with the defense and service acquisition leadership, DAU has positioned itself to meet 21st Century acquisition, technology and logistics human capital training challenges:

- The requirement to train an increased number of individuals because of the redefinition of the acquisition, technology and logistics community to include personnel from the science and technology, facilities engineering, and sustainment career fields. The more broadly-defined workforce encompasses approximately 130,000 military and civilian personnel.
- The increased training workload that will arise because of demographic changes that will see 50 percent of the AT&L workforce eligible for retirement by 2005. Not only will this increase the number of workforce members to be trained, but it will also necessitate the creation of methods to certify mid- and senior-level individuals entering the workforce from the private sector.
- The necessity of redesigning training to enable the workforce to meet the challenges of a rapidly changing global marketplace driven by innovations in technology and worldwide availability of information.

The Defense Acquisition University has responded to these challenges by changing its fundamental approach to learning, realigning its organizational structure, and reengineering curriculum content and delivery techniques.

A NEW APPROACH TO ACQUISITION, TECHNOLOGY AND LOGISTICS LEARNING

DAU has transformed its approach to learning through the adoption of a performance learning model that places traditional classroom instruction into the context of a more comprehensive learning approach. Certification training continues to be viewed as a vital product, but recognition is now given to supporting workforce members when they are out of the classroom and back on the job. This support includes the following areas:

Performance Support. DAU faculty members are engaging with program offices and other acquisition organizations to help resolve real world technical and business problems. These performance support efforts range from answering questions under the “Ask-A-Professor” program, to intensive process-consulting efforts, to designing targeted training programs unique to the user. These efforts demonstrate DAU’s commitment to its customers and enable DAU faculty to understand the latest acquisition issues, thereby maintaining currency.

Communities of Practice. DAU is developing web-based communities of practice, which bring together acquisition workforce members, DAU faculty, and experts from industry and academia. Its members share informal learning, ad hoc problem-solving, professional networking, and mutual support. Currently, the University and the Navy Acquisition Reform Office have partnered to bring the Program Management Community of Practice on line. Communities of practice in contracting, contract finance and acquisition logistics will become operational in FY02.

Continuous Learning. To support the workforce in reinforcing what they have previously learned in certification courses and in meeting requirements to maintain currency with new techniques and acquisition initiatives, the University has created an on-line Continuous Learning Center. This center not only offers learning modules but also provides regulation, policy, and guidance resources and collaboration tools that provide expertise from peers and other professionals. The current 24 modules will grow to 36 by the end of FY02. The Center will become an important learning resource for allowing current AT&L workforce members to upgrade their skill sets to satisfy 21st Century workplace requirements and, in addition, will facilitate individuals entering the workforce from the private sector to more quickly meet certification requirements.

Strategic Partnerships. Perhaps the University’s most significant initiative to promote the rapid certification of personnel entering the AT&L workforce from the private sector and to make commercial techniques available to the AT&L workforce is through its strategic partnership program. DAU has reached out to colleges, corporate universities and professional organizations. This engagement will expand DAU’s ability to quickly incorporate best practices, ideas, and initiatives from the Congress, private sector and field acquisition organizations into

DAU learning products. Just as importantly, it is already enhancing the opportunities for workforce members and potential employees from industry to obtain certification course credits from non-DAU sources. As a result of these partnerships, DAU has updated its policy and processes to ensure streamlined equivalency reviews of its courses and to maximize training and education opportunities. In addition, these partnerships are providing opportunities for workforce members to have DAU certification courses receive college credits as part of degree programs and special professional certificate programs. Current partnerships include George Washington University, the University of Phoenix, the Program Management Institute (PMI), and the Software Engineering Institute (SEI).

REENGINEERED ORGANIZATIONAL STRUCTURE

To promote a more customer-centric approach and improve efficiency, DAU has implemented a complete realignment of its organizational structure. This new DAU organization resulted from an internal process action team and an outside, senior-level review approved on August 1, 2001, by the USD (AT&L). This revised structure encompasses the following:

- Creation of regionally-focused centers located near major customers and significant student populations. This will promote more on-site training, and increased performance support and continuous learning opportunities. The Fort Belvoir and Wright-Patterson locations were already established; the Huntsville location opened in February 2002; the Patuxent River location in March 2002; and the San Diego location will be fully operational in FY03. At each of these locations, there are associate deans charged with outreach who are promoting the most effective training and performance support solutions for regional customers.
- Establishment of a centralized curriculum development center at Fort Belvoir to accelerate the modernization of the certification curriculum in each career field.
- Development of a Virtual Learning Center to help expand DAU's technology-based electronic learning assets, as well as to provide dedicated resources to expand knowledge management assets and capability.

CURRICULUM CONTENT AND DELIVERY

DAU's approach in this vital area has been to balance the requirement to provide continuous access to learning products and increased student throughput with the necessity of enhancing the relevance of curriculum content and effectiveness of delivery while operating within a fixed budget.

Curriculum Restructuring. DAU is working with the Functional Integrated Product Team (FIPT) in each career field to revise course structure. These user

representatives have requested that course content be made more relevant to recent acquisition initiatives that courses be sequenced to eliminate duplication of material, and that time in the classroom be reduced. Restructuring is 85 percent complete in the program management career field where a new approach incorporating a combination of case-based, performance-oriented classroom and on-line training will significantly increase student throughput, increase workforce productivity, and reduce annual travel costs. These cost avoidances will then be used to fund the maintenance of current web-based courses and the redesign and modernization of all other career field learning products, such as the ongoing contracting curriculum modernization initiative. It will also support enhancement of new continuous learning courses and additional distance learning capabilities. In FY02/03 DAU is focusing on the redesign of the contracting curriculum. This is a very extensive curriculum restructuring and supports one of the largest DAWIA career fields. The program management and contracting reengineering and modernization are being supported through internally generated cost avoidances that must be retained by DAU to restore the reengineering of the remaining 80 courses. No new funding has been received.

Course Delivery. DAU has significantly expanded on-line course delivery to meet the need and increased demand for new learning products to be more readily available to the workforce. In 1998, only two percent of DAU graduates attended on-line training courses. By the end of 2002, that number will increase to 40 percent. On-line instructional time has increased from 15,750 hours in 1998 to 1.1 million hours in 2002. The number of course graduates will increase from 32,000 in 1998 to over 45,000 in 2002. These numbers will grow as additional courses are converted to on-line or hybrid delivery and suggest that DAU will be able to keep up with the projected increased demand of the future. The University received a US Distance Learning Association award in 2001 for the quality of its on-line offerings and many of its DAWIA Level III classroom courses are converting to Harvard-style case study delivery techniques.

Chapter 6

2005 Task Force Recommendations

Chapter 2 of this report shows the management model the Department is using to identify and implement follow-on strategies to improve the DoD AT&L workforce and its overall management. Chapter 6 gives an overview of each of the recommendations from the Task Force Report.

The 2005 Task Force listed and numbered their 31 recommendations in three groups: what we can do immediately (group 1), what we should start in the near term (group 2), and what we need legislative authority to do (group 3). This report retains the original numbering sequence. Table 6-1 identifies the 14 recommendations “in implementation,” the 14 recommendations “merged” into follow-on strategies, and the 3 recommendations “not pursued.” Table 6-2 provides milestones for the Task Force recommendations and Table 6-3 identifies the milestones for the follow-on strategies.

Table 6-1

Status of Recommendations

Sorted by Status, Follow-on Strategy, and Task Force Report Number

#	Recommendation	Status	Follow-on Strategy
1	Implement needs-based HR performance plans for acquisition civilians	In Implementation	
3	Maximize the use of existing authorities to make pay more competitive		
5	Maximize the use of the Student Educational Employment Program (SEEP)		
6	Provide timely certification training		
7	Provide more career-broadening opportunities		
8	Increase the use of employee incentive programs		
9	Ensure a work-friendly environment		
14	Develop a functional manager's recruiting, hiring, and retention handbook		
21	Assess the effect of FERS on the DoD workforce		
22	The components need to assess their high-grade requirements		
25	Establish a program to share best practices within the acquisition workforce		
26	Convert term appointments to permanent appointments non-competitively		
28	Encourage job mobility, both locally and geographically		
29	Assess DoD acquisition workforce personnel management authorities		
19	Establish career paths to achieve multifunctional acquisition professionals	Merged	Career Development
20	Increase civilian leadership developmental opportunities		Certification
27	Establish a DoD/Industry two-way exchange program		
17	Develop mechanism for acquisition certification of private-sector accessions		Hiring
2	Maximize the use of existing hiring authorities		
15	Reengineer the hiring process		
18	Rehire federal annuitants without financial offset		
23	Improve the management of personnel lapse rates		Marketing, Recruiting, & Retention
4	Expand public- and private-sector recruiting efforts		
10	Promote DoD's challenging work and rewarding opportunities		
11	Develop acquisition workforce recruiting programs		
13	Establish a central DoD acquisition career management website		
16	Assess competition on a location-by-location basis		
24	Conduct entrance and exit surveys	Not Pursued	
12	Establish a scholarship program for the acquisition community		
30	Allow employees to buy down the early retirement penalty		
31	Maximize return home visit authority for TDYs (spouse travel alternative)		

Table 6-2

RECOMMENDATIONS: Scheduled Milestones

No.	Recommendation	Scheduled Milestones	Date
1	Develop and Implement Comprehensive, Needs-based Human Resource Performance Plans for the Civilian Acquisition Workforce	Components submit second iteration of Human Capital Strategic Plans	May 2002
		USD(AT&L) memorandum initiated second cycle of Human Capital Strategic Plans	January 2002
		Detailed workforce guidance to the Components	March 2002
		Components brief gap analysis	April 2002
2	Maximize Use of Existing Hiring Authorities	Merged into Hiring strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
3	Maximize Use of Existing Authorities to Make Pay More Competitive	Pay setting guidance issued	Guidance issued as required
		Published Functional Manager's Recruiting, Hiring, and Retention Handbook	Handbook completed 3QFY01
4	Expand Public and Private Sector Recruiting Efforts, and Make It Easier to Apply for DoD Acquisition Positions	Merged into Marketing, Recruiting and Retention strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
5	Maximize Use of the Student Educational Employment Program (SEEP) to Recruit from Colleges and Other Sources	Components have budgeted for increased use of SEEP.	FY02

Table 6-2 (Cont'd)

No.	Recommendation	Scheduled Milestones	Date
6	Provide Timely Certification Training	Functional Advisors chartered	FY02
		Full implementation of on line registration capability	FY02
		Increase DL/web-based offerings	Continuous
		Expand course equivalencies	Continuous
7	Provide More Career-Broadening Opportunities	Army/OUUSD(AT&L) Rotational Program established	4QFY02
		DCMA - Professional Enhance Program	FY02
		DISA - Executive Development Leadership Program	2QFY02
8	Increase Use of Employee Incentive Programs	Handbook published to encourage use of existing authorities for employee incentive programs	3QFY01
9	Ensure a Work-Friendly Environment	DoD Telework policy (including taking web-based training) published	1QFY02
		Expand DL/web-based learning opportunities	Continuous
		Conduct workforce survey to determine workplace enhancements	FY03
10	Promote DoD's Challenging Work and Rewarding Opportunities	Merged into Marketing, Recruiting and Retention strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
11	Develop Acquisition Workforce Recruiting Programs	Merged into Marketing, Recruiting and Retention strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
12	Establish a Scholarship Program for the Acquisition Community	Not Pursued	

Table 6-2 (Cont'd)

No.	Recommendation	Scheduled Milestones	Date
13	Establish a Central DoD Acquisition Career Management Web Site	Merged into Marketing, Recruiting and Retention strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
14	Develop a Functional Manager's Recruiting, Hiring, and Retention Handbook	Published Functional Manager's Recruiting, Hiring, and Retention Handbook	Handbook completed 3QFY01
15	Reengineer the Hiring Process	Merged into Hiring strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
16	Assess Competition on a Location-by-Location Basis	Merged into Marketing, Recruiting and Retention strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
17	Develop a Mechanism for Acquisition Certification of Private Sector Accessions	Merged into Certification strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
18	Rehire Federal Annuitants Without Financial Offset	Merged into Hiring strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative

Table 6-2 (Cont'd)

No.	Recommendation	Scheduled Milestones	Date
19	Establish Career Paths to Achieve Multifunctional Acquisition Professionals	Merged into Career Development strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
20	Increase Civilian Leadership Developmental Opportunities	Merged into Career Development strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
21	Assess the Effect of FERS on the DoD Workforce	RAND study comparing FERS and CSRS	Report published 2001
22	Component Assessment of High-Grade Requirements	USD (P&R) memorandum discontinued high grade controls.	2QFY00
23	Improve Management of Personnel Lapse Rates	Merged into Hiring strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
24	Conduct Entrance and Exit Surveys	Merged into Marketing, Recruiting and Retention strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
25	Establish a Program to Share Best Practices within the Acquisition Workforce	OUSD(AT&L) Knowledge System Communities of Practice: Program Management (established) Contracting (activities initiated) Contract Finance (activities initiated) Acquisition Logistics (activities initiated)	FY02

Table 6-2 (Cont'd)

No.	Recommendation	Scheduled Milestones	Date
26	Convert Term Appointments to Permanent Appointments Non-Competitively	Legislation under consideration	FY 03
27	Establish a DoD/Industry Two-way Exchange Program	Merged into Career Development strategy. See Table 6-3.	Briefing to Principal Deputy Under Secretary of Defense (AT&L), Jan 02, approved merging of initiative
28	Encourage Job Mobility, Both Local and Geographic	Legislation under consideration to facilitate greater job mobility	FY 03
29	Assess DoD Acquisition Workforce Personnel Management Authorities	Develop/update strategic personnel management plan	Annually
		Legislation under consideration to increase personnel management flexibilities	FY 03
30	Allow Employees to Buy Down the Early Retirement Penalty	Not Pursued	
31	Maximize Use of Return Home Visit Authority for Temporary Duty (TDY) Employees and Permit Spouse Travel As an Alternative	Not Pursued	

Table 6-3

MERGED - FOLLOW-ON STRATEGIES: Scheduled Milestones

Follow-On Strategy	Scheduled Milestones	Date
Marketing, Recruiting & Retention	Contract with Marketing/Recruiting Firm	2QFY02
	Partner with Services and Defense Agencies to create retention strategies	1QFY03
	Initiate IPT for Entrance/Exit surveys based on results of Air Force and Army pilot programs	1QFY03
Hiring	Initiate review of DAWIA-related regulations to identify possible impediments to private sector recruiting and hiring	2QFY01
	Clarify Critical Acquisition Position requirements and their impact on hiring	3QFY02
Career Development	Reconcile Industry Assignment Issues	2QFY02
	Determine out-year requirements for the AT&L Senior Developmental Assignment Program using a vacancy projection model	3QFY02
	Army/OUUSD(AT&L) Rotational Program first assignments	4QFY02
Certification	Partnerships with professional associations established	2QFY02
	Develop alternative certification policy	3QFY02
	Independent evaluation of DAWIA certification process	1QFY03
Co-Op Student Development	Identify SEED positions throughout the services and Defense Agencies	2QFY02
	Establish a SEED IPT	2QFY02
	Negotiate program curriculum requirements	3QFY02
Workforce Data Management	Initiate Rapid Improvement Teams to develop strategy/requirements	3QFY02

Group 1 (Recommendations 1-9)

1—Develop and Implement Comprehensive, Needs-based Human Resource Performance Plans for the Civilian Acquisition Workforce

Status: In implementation. AT&L has established an annual requirement for deliberate planning of the civilian acquisition, technology, and logistics workforce. Components produced first-time-ever plans last summer. OSD and the Components are learning much about the challenges of strategic workforce planning which we view as the cornerstone of efforts to shape the acquisition, technology, and logistics workforce of the future consistent with our mission. See Chapter 3, Strategic Planning, for a description of the process and progress.

2—Maximize the Use of Existing Hiring Authorities

Status: Merged in Hiring strategy. The Department continues to identify and resolve barriers to more efficient hiring practices. The Components are continually involved in improving the hiring process through expanded use of existing authorities and reengineered processes. A web-based Acquisition Manager's Recruiting, Hiring, and Retention Handbook was developed and is widely available electronically to Components and customers (<http://www.acq.osd.mil/yourfuture>). This handbook provides managers a quick reference tool for use in conjunction with assistance from civilian personnel staffs on recruiting, hiring, and retaining employees.

3—Maximize the Use of Existing Authorities to Make Pay More Competitive

Status: In implementation. ODASD (CPP) issued pay-setting guidance through an update to DoD 1400.25-M and interim policy memoranda. General and specific information and guidance that explain in clear language the compensation flexibilities and opportunities available to supervisors and managers was also included in the Recruiting, Hiring, and Retention Handbook which is available via the Internet.

4—Expand Public and Private Sector Recruiting Efforts, and Make It Easier to Apply for DoD Acquisition Positions

Status: Merged in Marketing, Recruiting, and Retention strategies. Components are restructuring job announcements and marketing positions more broadly. OUSD (AT&L) is contracting with a commercial firm to benchmark marketing and recruiting programs that will be used to structure a DoD program to attract and hire top-quality people into the Defense acquisition, technology, and logistics workforce. A pilot program will focus on a specific career field/portion of the workforce and expand the successes into other areas of the workforce. The effort will produce an assessment report and target a pilot program to commence in FY03.

5—Maximize Use of the Student Educational Employment Program (SEEP) to Recruit from Colleges and Other Sources

Status: In implementation. This initiative was adopted to highlight the best practices already underway in many Components. The military departments are already using these programs extensively and are expanding to new locations and to greater numbers. Many of the Defense agencies also employ significant student employment programs to recruit and hire college students and graduates.

6—Provide Timely Certification Training

Status: In implementation. In February 2001, USD (AT&L) established a new oversight mechanism to help ensure more timely training. Executive-level Functional Advisors were chartered to advise the Defense Acquisition University on training management. All Components now have online registration capability, and all the Directors of Acquisition Career Management are actively involved in training resources and training quota management as a primary function of their offices. Ever-increasing online availability of training has served to make training more accessible and timely to a larger number of workforce members.

7—Provide More Career-Broadening Opportunities

Status: In implementation. This initiative was adopted to highlight the best practices of various Defense Components. The services have well-established career broadening programs, and there is a new program under development with the Army and OUSD(AT&L). Career broadening programs provide expanded leadership training, developmental assignments, and related functional training. The new program, called the Army/OUSD (AT&L) Rotational Program, to be established with OUSD(AT&L), will begin in the fourth quarter of FY 2002 for select Acquisition Corps members who are completing assignments as project/product managers or senior functional experts. The Navy Acquisition Intern Program, designed for recent college graduates, includes a structured management training program with formal education, diverse rotational assignments, extensive on-the-job training, and college tuition assistance.

8—Increase Use of Employee Incentive Programs

Status: In implementation. The recommendation itself—to increase incentive pool budgets from 1.0 percent to 1.25 percent of payroll—serves as guidance for the Components who generally budget for incentive awards at a level representing 1.0 to 1.5 percent of aggregate base salaries. This provides additional flexibility for managers to reward employees who are top performers. While the Acquisition Personnel Demonstration Project has an award budget of 1.3 percent for the first year an organization participates and at least 1.0 percent thereafter, the Contribution-based Compensation and Appraisal System (CCAS) provides managers with significant flexibility to meet the intent of increased incentives.

9—Ensure a Work-Friendly Environment

Status: In implementation. On October 22, 2001, the Under Secretary of Defense (Personnel and Readiness) published policy which requires Defense Components to offer telework to 25 percent of the eligible civilian workforce in the first year of implementation and to increase that by 25 percent in each of the subsequent 3 years. DoD activities are also encouraged to make use of other flexibilities such as leave sharing, sick leave to care for family members (Family Medical Leave Act), and job sharing. Components provide health and wellness programs, employee assistance and family advocacy programs, alternative dispute resolution, and other programs designed to increase the morale and productivity of the civilian workforce. In the future, the Acquisition, Technology and Logistics workforce survey will be conducted to identify workforce concerns.

Group 2 (Recommendations 10-25)

10—Promote DoD’s Challenging Work and Rewarding Opportunities

Status: Merged in the Marketing, Recruiting, and Retention strategies. OUSD(AT&L) has contracted with a leading firm to benchmark and evaluate recruiting programs and develop marketing, recruiting and hiring strategies to attract and hire top-quality people into the Defense acquisition, technology, and logistics workforce. A pilot program will focus on a specific career field or portion of the workforce and expand into other areas of the workforce. The effort will produce an assessment report and will launch the pilot program in FY03.

11—Develop Acquisition Workforce Recruiting Programs

Status: Merged in the Marketing, Recruiting, and Retention strategies. Defense Components have a number of ongoing outreach programs, especially to colleges and universities. As mentioned in recommendation 10, OUSD(AT&L) has contracted to benchmark and develop marketing, recruiting and hiring strategies. In addition, AT&L is developing an initiative to partner acquisition, technology, and logistics functional communities with colleges and universities in order to facilitate more long-term relationships.

12—Establish a Scholarship Program for the Acquisition Community

Status: Not pursued. The Components have the authority to utilize scholarship programs but have elected to forego it in lieu of continued or increased funding for intern programs that they consider more cost effective.

13—Establish a Central DoD Acquisition Career Management Website

Status: Merged in the Marketing, Recruiting, and Retention strategies. The DoD Director of Acquisition Career Management (DACM), whose workforce encompasses OSD and the Defense Agencies, maintained a public domain web-site

since 1998 to invite interest throughout the private and public sectors in DoD AT&L workforce policies, programs, and job opportunities. The Central Referral System (CRS) is a primary focus of this effort and is both a web-based and manual system to notify registrants of job and career broadening/developmental opportunities. The DoD DACM is currently revising the CRS to include moving to a totally web-based system and expanding the types of job announcements the Defense agencies must include in the CRS. Also, the Department anticipates results from the Marketing and Recruiting re-baselined initiative that will provide guidance on how to best market DoD AT&L vacancies to the private sector. Based on both of these efforts, the Department will either expand the web-based CRS to include the remaining segments of the AT&L workforce or pursue a combined solution that also addresses the private sector.

14—Develop a Functional Manager’s Recruiting, Hiring, and Retention Handbook

Status: In implementation. The Handbook was published in early 2001 and is available to the DoD Acquisition, Technology and Logistics Workforce through the USD (AT&L) website (<http://www.acq.osd.mil/yourfuture>).

15—Reengineer the Hiring Process

Status: Merged with the Hiring strategies. The Components embrace continuous improvement, have metrics to measure the time required to fill vacancies, and are actively engaged in reengineering, such as the Army’s Staffing Processes Reengineering and Innovations Group, the Air Force’s Palace Compass Reengineering and Development Division, and the Navy’s HR Re-engineering Functional Assessment.

16—Assess Competition on a Location by Location Basis

Status: Merged in the Marketing, Recruiting, and Retention strategies. OUSD (AT&L) is planning to conduct a job competitiveness survey with the private sector. As envisioned, the process would identify approximately 20 job categories in the acquisition, technology, and logistics workforce to define the average compensation package for entry level, journeyman, and supervisor/managerial personnel in defense and non-defense industry by geographical location. After collecting the necessary compensation information, the Department will compare the data with similar information extracted from DoD databases. Where the differences are large, we will conduct a more in-depth analysis to attempt to understand the underlying causes. We will develop action plans to address the problem areas identified in the above compensation study to include requests to the Office of Personnel Management (OPM) for special salary rate considerations, if appropriate.

17—Develop a Mechanism for Acquisition Certification of Private Sector Accessions

Status: Merged with Certification strategies. This recommendation was intended to eliminate the barriers to timely certification of new employees hired from the private sector through three parallel paths: 1) equivalency for private sector certifications; 2) equivalency certification testing; and 3) revision of the fulfillment program. OUSDAT&L is in the process of working together with the career field Functional Advisor Executive Secretaries to establish partnerships with private sector entities that grant professional certifications to compare competencies required by DoD against those of the private sector, which may lead to equivalency agreements. We have also researched Computer Adaptive Testing technology to determine if there is a valid methodology by which personnel can become certified by a test or series of tests. In concert with this initiative, DAU is aggressively moving forward with distance learning web-based training (which will ease the burden on newly hired workforce members) and the formation of partnerships with professional associations and universities, which can be leveraged to address this issue. Online courses are about 40 percent of the course offerings.

18—Rehire Federal Annuitants without Financial Offset

Status: Merged with the Hiring strategies. After the events of September 11, 2001, OPM delegated to Federal agencies the authority to rehire Federal retirees without financial offset. However, this authority remains in effect only for the period of national emergency and pertains only to temporary requirements directly related to or affected by the attacks of September 11, 2001. Further action will be required for DoD to obtain it permanently.

19—Establish Career Paths to Achieve Multifunctional Professionals

Status: Merged with Career Development strategies. OSD runs the Defense Leadership and Management Program (DLAMP) that provides multi-functional career opportunities for highly qualified future leaders throughout the Department. The career broadening programs within the Components (referenced in recommendation 7) all have multi-functional attributes to them.

20—Increase Civilian Leadership Developmental Opportunities

Status: Merged with Career Development strategies. The Chief of Staff of the Army initiated the Army Training and Leader Development Panel (ATLDP) in June 2000 to review, assess and provide recommendations for the development and training of our 21st century leaders. The ATLDP (Civilian) study was added in 2001 to assess the total state of the force. Approximately 97,000 civilians are being surveyed as well as all Army SES members and selected General Officers. The Army has the Competitive Development Group (CDG) Program for acquisition, technology, and logistics GS-12s and GS-13s as well as the new placement program discussed in recommendation 7, both of which provide leadership

opportunities. The Army conducts head-to-head military/civilian competition for project manager (PM) positions in order to select the best qualified individual for PM assignments. The Under Secretary of the Navy chartered the Civilian Leadership Board (CLB), which consists of senior executives committed to developing future leaders, to assist and advise on CLD issues in the department. Additionally, the Navy conducts head-to-head military/civilian competition for Major and Significant Non-Major Program assignments. Selections are reviewed and approved by the Navy's Acquisition Workforce Oversight Council (AWOC) which is comprised of senior military and civilian executives and is chaired by the Assistant Secretary of the Navy (Research, Development, and Acquisition). In the Air Force, a senior leadership panel, called the Materiel Managers Board (MMB), selects the best person, military or civilian, for the top acquisition, technology, and logistics leadership positions of System Program Director (SPD) and Deputy SPD. The Air Force's Director of Acquisition Career Management office is piloting a combined civilian and military development and assignment process for systems acquisition personnel under the auspices of the Air Force's Developing Aerospace Leaders (DAL) project. Some of the leadership training opportunities DoD sponsors include the USDA Aspiring Leader Program (ALP), the New Leader Program (NLP), Defense Leadership and Management Program (DLAMP), Industrial College of the Armed Forces, Federal Executive Institute, The Covey Institute, graduate certificate programs, Naval War College, Harvard Senior Executive Fellows, U. S. Department of Agriculture (USDA) Executive Leadership for Mid-level Employees, and OPM Executive Seminars.

21—Assess the Effect of FERS on the DoD Workforce

Status: In implementation. OUSD(P&R) contracted with RAND to study the affect of FERS on the recruitment and retention of federal employees as compared to the Civil Service Retirement System (CSRS). The study indicated FERS has a better retention impact on employees through the middle grades than CSRS and “a weaker incentive to stay if they are nearing retirement.” The study did not recommend any retirement system changes.

22—Component Assessment of High Grade Requirements

Status: In implementation. USD (P&R) signed a memorandum dated November 21, 2000 that discontinued DoD's high grade controls so there was no action required of the Components.

23—Improve Management of Personnel Lapse Rates

Status: Merged with Hiring strategies. The Components have constructed models that capture metrics on lapse rates. Close relationships between personnel and acquisition customers are cultivated and maintained in order to ensure that metrics on lapse rates are recorded and properly evaluated in order to identify and remedy areas of concern. Information is shared through various venues, including briefings to senior management, internet postings, and human resource working group

activities. Components are using the metrics to reduce the time to hire employees and, in turn, reduce the lapse rate.

24—Conduct Entrance and Exit Surveys

Status: Merged with Marketing, Recruiting, and Retention strategies. This recommendation called for an OSD effort to develop surveys for the Components. However, the Army and Air Force were already underway with their own survey programs, so OSD opted to postpone any decisions on how to proceed until the services had ample time to test their own programs. OSD will then determine the best course of action and develop additional surveys, as needed.

25—Establish a Program to Share Best Practices Within the Acquisition Workforce

Status: In Implementation. The new OUSD(AT&L) Knowledge System will include a program for sharing best practices and other important and timely information. This system will provide acquisition, technology, and logistics professionals with knowledge-sharing opportunities, problem-solving capabilities, and a source for continuous learning so that they are better able to access and apply “best practices” to attain higher performance, lower costs, and more rapid deployment of weapon and support systems. It will include an updated version of the current *Defense Acquisition Deskbook*, which will become a virtual knowledge library that provides a user-friendly common framework to access all current acquisition policy data.

Group 3 (Recommendations 26-31)

26—Convert Term Appointments to Permanent Appointments Non-Competitively

Status: In implementation. Legislation is under consideration.

27—Establish a Government/Industry Exchange Program (renamed the Industry Assignment Program)

Status: Merged with Career Development strategies. DoD developed a legislative proposal to establish a two-way DoD/industry assignment program that includes private sector “for profit” organizations. OUSD(AT&L) hosted a forum with private industry representatives designed to flush out industry concerns. Using information gained through the forum, OUSD(AT&L) chaired a working group with representation from the services and DoD agencies to develop a draft program directive and draft instruction. A legislative proposal is being staffed to enable this program.

28—Encourage Job Mobility, Both Local and Geographic

Status: In implementation. Legislation is under development to facilitate greater job mobility. The Components encourage mobility through rotational assignments, long term training, payment of PCS expenses, and civilian spouse placement programs.

29—Assess DoD Acquisition Personnel Management Authorities

Status: In implementation. A process is in place to accomplish this annually. The Department is engaged in both a strategic personnel planning process, which will illuminate needed changes in the future, and a legislative/budget process to cover current and near-term needs. USD (P&R) is developing a strategic personnel management plan that addresses the need for additional personnel management flexibilities. The Components are also preparing annual human resource performance plans that will identify areas of need within personnel policy and practices. As discussed in Chapter 4, the Department is expecting to conduct a thorough review of personnel systems in order to prepare for transition to an alternative personnel system.

30—Allow Employees to Buy Down the Early Retirement Penalty

Status: Not pursued. Analysis showed that many employees would not find it in their interest to use this authority. For example, a 50-year old employee would be required to make a payment of over \$115,000 to buy-back a \$500 monthly annuity reduction. The Department also determined that employees wishing to gain extra retirement income can do so through annuities available in the marketplace. OSD decided not to pursue the legislation.

31—Maximize Use of Return Home Visit Authority for Temporary Duty (TDY) Employees and Permit Spouse Travel as an Alternative

Status: Maximize return home—in implementation; authorize spouse travel—not pursued. Authority exists for TDY employees to return home to visit family; Components and subordinate commands already use this authority. Since the Components already encourage return-home visits and roundtrip travel for the spouse is more costly (the member stops receiving payment for lodging and per diem when traveling home, whereas this would continue as a government expense when the spouse travels) DoD decided not to pursue the new legislative authority.

Chapter 7

Conclusion

The 2005 Civilian Acquisition Workforce Task Force Report served to validate many initiatives the Components had already begun in order to manage the AT&L workforce. The report also spurred new initiatives that are forming the foundation for change as the Department faces significant losses of experience from the workforce and seeks to shape a workforce that can meet the challenges of the future.

The centerpiece for change will be the implementation of human capital strategic planning. It is the principal initiative that is now placing the DoD AT&L community in a proactive posture. With the Department preparing to link the annual civilian human capital strategic planning process to the PPBS, future initiatives that result from strategic planning will be identified and resourced in advance of need to significantly affect the workforce in positive ways.

Pursuing the 31 initiatives cited in the task force report has brought about focused and needed attention on recruiting and retaining a quality DoD AT&L workforce in the Department. The Department is better postured to understand the problems that lie ahead, plan remedies with required resources, and address them in a timely manner.

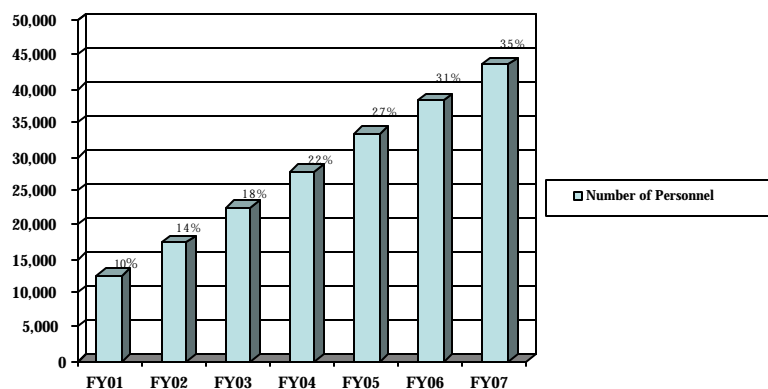
Appendix A

Retirement Eligibility Analysis

Figure A-1

DoD AT&L Workforce Eligible for Regular⁶ Retirement

DoD AT&L Civilian Workforce Total: 115,274

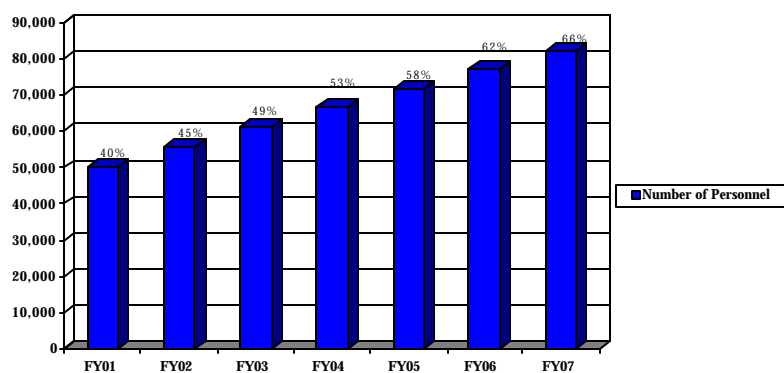


Note: This chart is based on March 2001 data received from the Defense Manpower Data Center.

Figure A-2

DoD AT&L Civilian Workforce Eligible for All⁷ Retirements

DoD AT&L Civilian Workforce Total: 115,274



Note: This chart is based on March 2001 data received from the Defense Manpower Data Center.

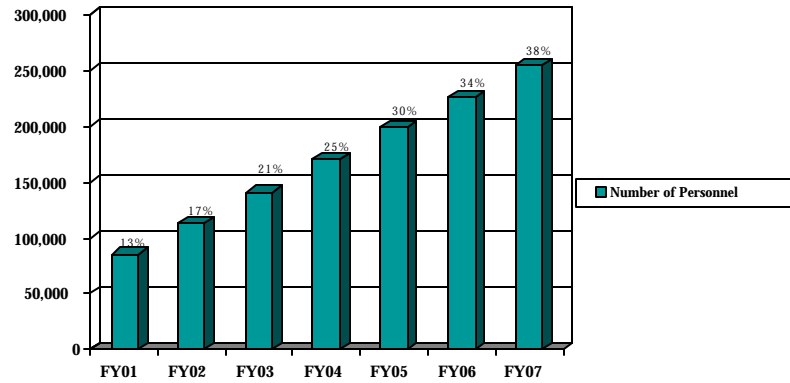
⁶ “Regular Retirement” only includes civilians who are eligible to retire without waivers, special programs, or penalties for retiring before the normal age and years of service; also referred to as optional retirements.

⁷ “All Retirements” includes early retirement programs and individuals eligible for retirement with reduced annuities.

Figure A-3

DoD Civilians Eligible for Regular Retirement

DoD Civilian Workforce Total: 668,503

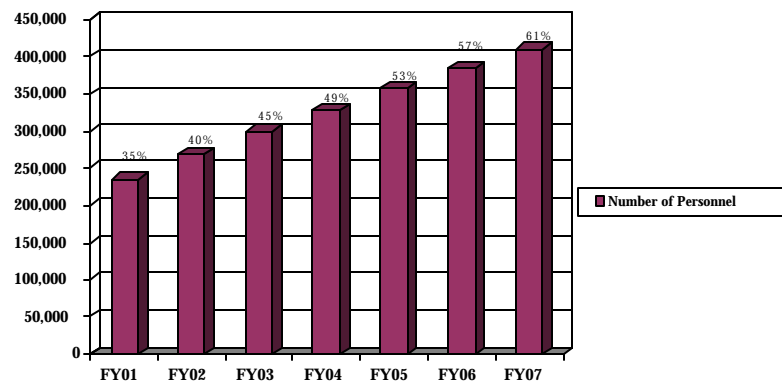


Note: This chart is based on March 2001 data received from the Defense Manpower Data Center.

Figure A-4

DoD Civilians Eligible for All Retirements

DoD Civilian Workforce Total: 668,503



Note: This chart is based on March 2001 data received from the Defense Manpower Data Center.

Appendix B

Ongoing Initiatives from the 2005 Task Force

Automate the hiring process: Much of the hiring processes within the Department have been automated. The Services and Agencies are currently reviewing their individual hiring processes to streamline and to find additional automation opportunities where appropriate.

The Acquisition Workforce Personnel Demonstration Project: See Chapter 4, DoD Civilian Acquisition Workforce Personnel Demonstration Project.

Establish career development plans for all acquisition career fields: As discussed in recommendation number 6, in February 2001 the PDUSD (AT&L) chartered SES-level functional experts to serve as Functional Advisors (FA) for each acquisition, technology, and logistics career field. The mission of the FAs is to act as subject matter experts on the qualifications and career development requirements for their assigned career field and as the proponents for the interests of the functional communities. As such the FAs advise the Director, AET&CD to ensure training is current and technically accurate and makes recommendations to augment existing career paths to reflect specific academic disciplines, technical functions, experiential and developmental assignments, and leadership competencies to be emphasized in the respective career field. The experience, education, and training standards are specified in DoD 5000.52-M

Establish Special Pay Rates for Information Technology Specialists: In January 2001 OPM established higher pay rates for new and currently employed computer specialists, computer engineers, and computer scientists at grades GS-5, 7, 9, 11, and 12—the levels at which OPM identified the most severe federal IT staffing problems and at which it found the GS salaries lagged far behind non-federal salaries.

Increase bonus ceilings: The Managerial Flexibility Act of 2001 would satisfy the intent of this initiative by providing authority to pay larger recruitment and relocation bonuses based on the length of an agreed-upon service period.

Permit initial conversion of 401K plans and allow immediate contributions to Government's thrift savings plan: Authority was granted in FY 2001.

Expand voluntary early retirement authority (VERA)/voluntary separation incentive program (VSIP) authority: The FY 2002 National Defense Authorization Act includes VERA and VSIP authority for workforce restructuring in FY 2002 and FY 2003. The Administration has also introduced legislation to make a version of that authority available permanently throughout the Federal workforce.

Develop a phased retirement program: The Department is not pursuing this legislation.

Appendix C

Acronyms

ACAT	Acquisition Category
AcqDemo	DoD Civilian Acquisition Workforce Personnel Demonstration Project
AET&CD	Office of Acquisition Education, Training and Career Development
ALP	Aspiring Leader Program
AT&L	Acquisition, Technology and Logistics
ATLDP	Army Training and Leader Development Program
CCAS	Contribution-based Compensation and Appraisal System
CDG	Competitive Development Group
CLB	Central Leadership Board
CLD	Civilian Leadership Development
CPP	Office of the Deputy Assistant Secretary of Defense (Civilian Personnel Policy)
CRS	Central Referral System
CSRS	Civil Service Retirement System
DACM	Director of Acquisition Career Management
DAL	Developing Aerospace Leaders
DASD	Deputy Assistant Secretary of Defense
DAU	Defense Acquisition University
DAWIA	Defense Acquisition Workforce Improvement Act
DCPDS	Defense Civilian Personnel Data System
DLAMP	Defense Leadership and Management Program
DMDC	Defense Manpower Data Center

DoD	Department of Defense
DPG	Defense Planning Guidance
FA	Functional Advisor
FERS	Federal Employees Retirement System
FIPT	Functional Integrated Product Team
FY	Fiscal Year
GS	General Schedule
HR	Human Resources
IG	Inspector General
MMB	Materiel Managers Board
NAIP	Navy Acquisition Intern Program
NDAA	National Defense Authorization Act
NLP	New Leader Program
O&M	Operations and Maintenance
ODASD	Office of the Deputy Assistant Secretary of Defense
OMB	Office of Management and Budget
OPM	Office of Personnel Management
OSD	Office of the Secretary of Defense
OUSD	Office of the Under Secretary of Defense
P&R	Personnel and Readiness
PCS	Permanent Change of Station
PDUSD	Principal Deputy Under Secretary of Defense
PM	Project or Program Manager
PMI	Program Management Institute
PPBS	Planning, Programming and Budgeting System

PRD	Position Requirements Document
QDR	Quadrennial Defense Review
RIT	Rapid Improvement Team
SEED	Student Education, Employment and Development
SEEP	Student Educational Employment Program
SEI	Software Engineering Institute
SES	Senior Executive Service
SPD	System Program Director
TDY	Temporary Duty
USD	Under Secretary of Defense
USDA	United States Department of Agriculture
VERA	Voluntary Early Retirement Authority
VSIP	Voluntary Separation Incentive Program